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CCUR

OAKLAND CITIZENS' COMMITTEE FOR URBAN RENEWAL

new

BUILDING A PARTNERSHIP FOR CHANGE

A PLAN FOR CITIZEN PARTICIPATION IN COMMUNITY DEVELOPMENT

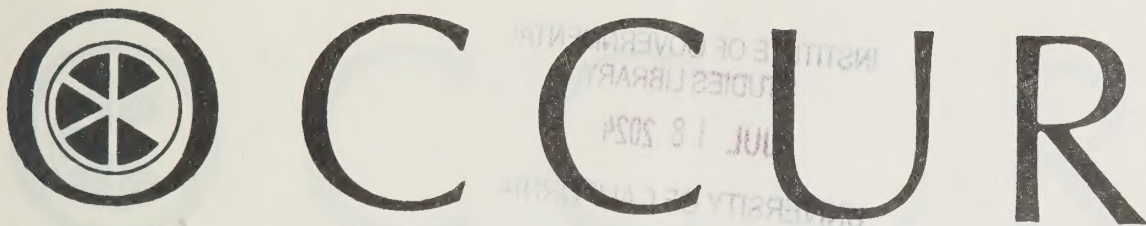
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OAKLAND CITIZENS' COMMITTEE FOR URBAN RENEWAL

July 7, 1975

TO: Citizens of Oakland

FROM: OCCUR

SUBJECT: Revisions to Community Development Citizen Participation Plan

The Housing and Community Development Act of 1974 requires that citizens be given an opportunity to participate in the preparation of each city's Community Development Application. The extent and method of citizen involvement must be described in the city's Citizen Participation Plan. OCCUR, along with the District Boards and other interested citizens, prepared such a plan, entitled "Building a Partnership for Change". This report, which emphasizes the need for developing a strong partnership between citizens and their city government, was presented to the City Council on May 29, 1975.

The Council adopted this report as Oakland's Citizen Participation Plan for Community Development, with two revisions:

- 1) On the issue of independent staff for each District, the City Council decided that ORA could provide the needed assistance. Should additional help be needed in the future, the Council would evaluate the situation and make a decision.
- 2) On the issue of the composition of the Community Development Commission, no decision was made but, presumably, the Council will weigh the citizens' proposal when they consider the issue again.

The citizen participation process is well underway. District Boards have been formed in each of Oakland's seven Flatland Districts and citizens have been working with the ORA, City, and OCCUR in developing specific program recommendations designed to meet some of their basic neighborhood needs. At public hearings on June 30 and July 1, 1975, these recommendations were presented to the Redevelopment Agency Commissioners. Having been initially approved by them, the recommendations must now go to the City Manager's Office and then to the City Council for final approval.

Attached please find the Citizen Participation Plan for Oakland, "Building a Partnership for Change."

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OAKLAND CITIZENS' COMMITTEE FOR URBAN RENEWAL

July 1, 1971

Chairman of Council

TO:

CC:

FROM:

Re: Citizens' Committee for Urban Renewal, 1971

SUBJECT:

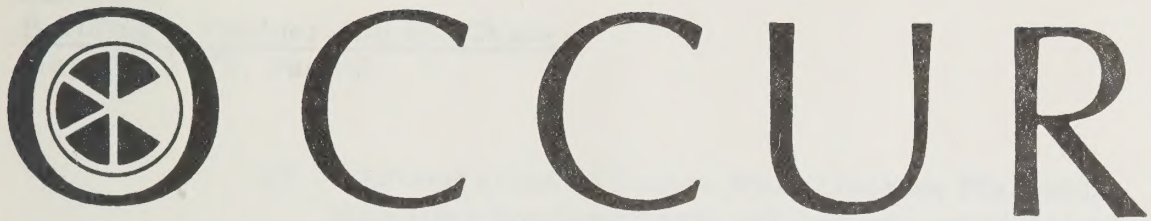
The Citizens' Committee for Urban Renewal, 1971, is a non-profit organization that was formed in 1971 to represent the interests of the citizens of Oakland in the urban renewal process. The committee was formed as a result of the efforts of a group of citizens who were concerned about the impact of urban renewal on the city of Oakland. The committee has since been active in a number of ways, including the formation of a citizens' committee for urban renewal, the formation of a citizens' committee for urban renewal, and the formation of a citizens' committee for urban renewal.

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Attached please find the Citizens' Committee for Urban Renewal, 1971, and a list of the members of the committee.

Very truly yours,
[Signature]



OAKLAND CITIZENS' COMMITTEE FOR URBAN RENEWAL

May 27, 1975

SUMMARY

BUILDING A PARTNERSHIP FOR CHANGE

A PLAN FOR CITIZEN PARTICIPATION IN COMMUNITY DEVELOPMENT

WHY SHOULD CITIZENS PARTICIPATE?

The Federal government's guidelines for the Community Development program require that citizens participate in City decisions on Community Development. More important, citizen involvement can be useful to the City Council by providing reasoned recommendations on Community Development, helping the Council to make decisions. The Council's decisions, then, are "better" since they more closely reflect the wishes and needs of citizens.

Community Development funds are limited; they can only stimulate actions, not solve all of Oakland's problems. Citizens themselves, relying on their own resources and creativity, must make Community Development work in their communities. Since the burden of neighborhood revitalization lies with citizens, it is appropriate that they work with the City to determine their own needs and suggest the best ways to use Community Development funds to meet those needs.

WHAT DOES HUD REQUIRE?

The U.S. Department of Housing and Urban Development (HUD) requires that:

- 1) Oakland certify it has allowed meaningful citizen participation in Community Development

Summary

Building a Partnership for Change

May 27, 1975; Page 2

- 2) Oakland adopt a Citizen Participation Plan which specifies how and when citizens can participate in Community Development, including defining needs, suggesting priorities, and developing the projects and programs to be in the City's Community Development application
- 3) Oakland have a process for implementing its Citizen Participation Plan.

A CITIZEN PARTICIPATION PLAN FOR OAKLAND

Basic Concept -- The City Council, City staff, and citizens will work as full partners to make Community Development succeed in Oakland. There will be ten Community Development Districts in Oakland, seven in the Flatlands (North Oakland, West Oakland, Central/Chinatown, San Antonio, Fruitvale, Central East Oakland (formerly Seminary), and Elmhurst) and later, three Districts in the Hills (Claremont Hills, Montclair, and Skyline). Boundaries will be set by citizens to reflect generally accepted communities.

Each District will have a citizen-selected Board that will work with residents and staff from the City and the Oakland Redevelopment Agency to determine the District's housing and community development needs. District Boards and staff will recommend priority needs to the Community Development Commission and the City Council. After the Council decides what Oakland's priorities are, the District Boards and City and Agency staff will develop recommended projects and programs to help meet citizens' needs. District Boards and staff will then recommend those specific projects and programs to the Commission and Council for consideration and subsequent implementation by staff.

Role of the District Boards --

Purpose -- The District Boards will provide a forum for citizens, City Council, and City and Agency staff to determine what each District's problems are and how citizens, Council, and staff can best solve them.

Scope -- Any issue which citizens feel is important, such as housing, jobs, recreation, or education, is appropriate for District Boards to consider.

Recognition -- The City Council will formally recognize each District Board as the responsible group representing the citizens of the District.

Summary

Building a Partnership for Change

May 27, 1975; Page 3

Relationships -- The District Boards will be full partners with the Council, Commission, and Redevelopment Agency and City staff in the Community Development process.

Organization --

Structure: Each District Board will be a nonprofit corporation, association, or other body that has by-laws specifying how the group will operate and what its purposes are.

Composition: Each Board will have at least fifteen members who reflect the citizens of the District in terms of ethnic group, neighborhood, income, sex, and interest group.

Operations: An annual agreement (such as a contract or a Letter of Understanding) should be signed by the City Council and each District Board specifying that the Board is responsible for providing citizen input into Community Development and other important public issues.

There should be a Community Development office in each Flatlands District and one or two staff persons responsible to each Flatlands District Board. Staff persons should serve at the pleasure of the District Boards. To promote mutual responsibility, the Director of Community Development should work with the Districts in hiring staff and should have the authority to require the removal of a staff person for cause.

Role of City and Agency Staff --

The role of City and Agency staff is to work with the City Council, Community Development Commission, and District Boards to determine citizens' needs and to develop and implement projects and programs to meet those needs.

Role of the Community Development Commission --

The Community Development Commission will work with Agency and City staff and the District Boards to focus District and staff recommendations into a City-wide perspective before those recommendations are transmitted to the City Council. It is suggested that the Commission have fifteen members, eight appointed by the Mayor and Council from the City at-large and seven appointed by the Mayor and Council upon the recommendation of the seven Flatlands District Boards (one person from each District).

Summary

Building a Partnership for Change

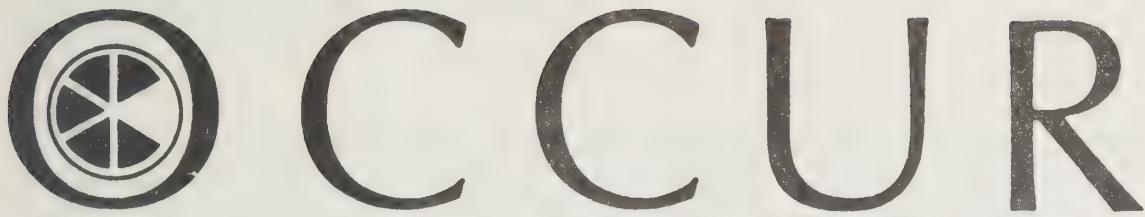
May 27, 1975; Page 4

Role of the City Council --

The City Council will make the final decisions on all Community Development policy issues, including what Oakland's priorities are and which projects and programs will be funded with Community Development monies.

Role of OCCUR --

OCCUR will be a facilitator in the Community Development process. (A facilitator is a neutral process manager, not people manager or decision-maker. The function of a facilitator is to help groups solve problems.) OCCUR will be an independent source of information for the City Council and the District Boards and will offer suggestions for consideration by both bodies. OCCUR will work with the Council, staff, and District Boards to help insure that Community Development in Oakland succeeds.



OAKLAND CITIZENS' COMMITTEE FOR URBAN RENEWAL

May 27, 1975

BUILDING A PARTNERSHIP FOR CHANGE

A PLAN FOR CITIZEN PARTICIPATION IN COMMUNITY DEVELOPMENT

The Housing and Community Development Act of 1974 has given Oakland the opportunity to multiply 62 million Federal dollars into hundreds of millions of dollars of benefits for its citizens -- improved housing, better recreation facilities, more job opportunities, revitalized neighborhoods, and revitalized citizens. Without a long-term concerted effort by citizens and the City, however, this opportunity will be missed and the next six years will bring a \$62 million Federally-funded headache. And unless citizens and their City officials establish a working partnership for Community Development, both citizens and the City are likely to be disappointed and frustrated by their inability to use Community Development funds effectively to relieve any of Oakland's many problems.

WHY CITIZEN INVOLVEMENT?

There are two fundamental reasons to encourage citizen participation in Community Development. Citizen involvement can help the City Council make "better" decisions, since the more closely Council decisions reflect the majority of citizens' views, the better those decisions are. Citizen participation will also help insure that Council decisions are implemented. Community Development funds are limited; they will not be sufficient to address all of the City's problems. Citizens themselves, by their own actions to help themselves and their neighborhoods, will actually make Community Development work. Federal programs can only support, reinforce, and magnify citizens' actions. It is citizens, working in partnership with their City officials, who can make Council decisions become reality.

Improved Council Decisions --

The benefit of citizen participation in governmental decision-making can be measured by the "improvement" such participation

brings to the decisions the government makes. If it is agreed that the purpose of government is to provide the services, goods, and physical improvements needed by its constituents that cannot be more equitably and efficiently provided by the citizens individually or by the private sector, then the function of citizen participation is to inform the government of the nature and extent of services and facilities the citizens wish to have provided. For example, what sort of educational facilities do the citizens want and how much are they willing (and able) to pay for those facilities? What levels of police and fire protection do citizens want and what are they willing to pay for that protection?

What kind of city do citizens want? If achieving the desired quality of life requires increasing rates of population and economic growth, how much are citizens willing to pay for the capital improvements needed to attract new businesses and industries, and for the expanded municipal services (police, fire, education, recreation, etc.) that the additional residents and businesses will need? If decreasing rates of growth are desired because the city cannot absorb additional residents and businesses without becoming too congested, are citizens willing to pay for improving the quality of life in other ways, such as increased taxes?

The purpose, then, of citizen participation is to assist the government at the administrative and policy-making levels by providing timely information and recommendations on questions like these which relate to city goals and to the policies, projects, and programs needed to achieve those goals. When the government has a more accurate and comprehensive view of what services and facilities the citizens want and what citizens are willing to exchange for those desires, citizen participation will have "improved" the governmental decision-making process.

Sometimes, citizens involvement in governmental decision-making is a case of "too little, too late." If citizens offer recommendations that are based on inaccurate information, that do not respond to the issue at hand, or that are not timely, the suggestions cannot be fully used by the government in its deliberations. For instance, an important form of citizen participation is the public hearing. Regardless of the accuracy and relevance of the public's comments at the hearing, however, the government's real interest at that time is whether the citizens favor the proposal in question. It is usually too late for the government to consider significant modifications or alternatives to the proposed project that the citizens might suggest. These modifications might have increased the benefits of the project, reduced its costs, minimized possible hardships, or increased public support for it. Because the citizens' comments are not timely, however, the government does

not benefit from the citizens' reasoned advice, which would otherwise have been valuable.

Another similar example can be found in many local governments. If government staff reports or consultant studies on subjects of concern to citizens are prepared without adequate citizen involvement, the actions recommended by staff or consultants may not fully reflect the needs of the city's residents. This may influence the citizens' willingness to endorse a staff recommendation, not necessarily because they are opposed to it, but because they may not understand it or know how it will affect them. Despite any favorable or unfavorable citizen reaction to a proposal, the legislative body's decision may be more difficult to make if its staff's recommendations lack reasoned citizen contributions simply because the legislators will have less information on which to base their decision. The considered views of informed citizens are an important element of any governmental decision which significantly affects the citizens' welfare.

In situations like these, the benefits of citizen involvement in government are not likely to be achieved. The government does not receive useful, timely recommendations from citizens regarding their needs and their willingness to support local actions to satisfy those needs. As a consequence of this lack of meaningful recommendations, it is less likely that the citizens' needs will be met.

Implementing Council Decisions --

The three key elements to a successful Community Development effort in Oakland are the City Council, the citizens, and City staff. The Council is the ultimate decision-maker in Oakland. It must provide the leadership and vision to direct Oakland toward a new and better future. The City Council's staff, including the independent agencies in the City (such as the Oakland Redevelopment Agency and the Oakland Housing Authority), must translate the Council's leadership into operating projects and programs for physical, social, and economic improvement.

The citizens' role is even more important, and not only because citizens elect the City Council and pay the salaries of City staff. Citizens make Oakland what it is. When all of the actions of individual citizens -- living and working, demanding good educations for their children, painting and repairing their homes -- are taken together, a city is defined. The citizens are the city.

Under even the best conditions, Oakland's government cannot solve all of Oakland's problems. Only when citizens and government work together can real change occur. Alone, the City Council and City staff can encourage physical, social, and economic development. Alone,

citizens can only demand new development. Unless the City and its citizens join in partnership, Oakland will not improve. The Council, for example, can encourage housing rehabilitation by providing interest subsidies on loans, but it is citizens who must seek loans to repair their homes. If citizens do not want or cannot afford rehab loans, the Council's decision to provide them will have been meaningless. Indeed, there will never be enough loan money for everyone; much neighborhood revitalizations will have to be done by citizens alone, without government assistance. Only when citizens decide that their neighborhoods shall be improved (using rehabilitation loans, self-help, paint-up fix-up campaigns, clean-up campaigns, etc.) will neighborhoods actually begin to improve. The citizens themselves will have revitalized their neighborhoods; the City has provided an opportunity to citizens. Neither can do the job alone.

WHAT DOES HUD REQUIRE?

The U.S. Department of Housing and Urban Development (HUD), the funding agent for Community Development, has established minimum standards for citizen participation in Community Development. To be eligible for a Community Development grant, each city must meet these requirements:

1) Certification --

Before submitting its Community Development application, a city must certify that it has:

- a) Provided citizens with adequate information concerning the amount of Community Development funds available, the range of possible Community Development activities, and other important program requirements (such as affirmative action, relocation standards, and environmental protection)
- b) Held at least two public hearings to obtain citizens' views on housing and community development needs
- c) Provided citizens with an adequate opportunity to participate in the development of the Community Development applications and any amendments to it

2) Citizen Participation Plan --

A city must develop and publicize a Citizen Participation Plan that specifies:

- a) When and how information on Community Development will be disseminated to citizens

- (amount of funds available, possible program activities, and important program requirements)
 - b) When, in the early stages of planning, public hearings on needs will be held
 - c) When and how citizens will participate in developing the Community Development application
 - d) When and how the city will provide technical assistance to citizens
 - e) When and how citizens will participate in any amendments to the Community Development application
- 3) Citizen Participation Process --
- A city must establish a process which allows citizens, including low-and moderate-income citizens likely to be affected by Community Development, to:
- a) Express their needs related to housing and community development
 - b) Express preferences about proposed Community Development projects and programs
 - c) Assist in selecting priorities and otherwise participate in developing the application
 - d) Have complaints answered in a timely manner

Each city must decide for itself how it will meet these requirements. There are as many possible solutions as there are cities. One city, for example, might appoint a citizens' commission to decide what the city's housing and community development needs are, another might use surveys of residents, and still another might do nothing at all except hold two public hearings and publish information in a newspaper.

A CITIZEN PARTICIPATION PLAN FOR OAKLAND

In Oakland, many citizen-hours have been spent developing a plan for citizen participation in Community Development. The basic concept calls for citizens to establish seven Community Development Districts in the Flatlands, with three more in the Hills to follow later. (Hill Districts will be only peripherally involved in Community Development. They will concentrate more on issues directly affecting them and City-wide issues.) Each District will cover a major, recognized community in Oakland. The Flatlands Districts are North Oakland, West Oakland, Central/Chinatown, San Antonio, Fruitvale, Central East Oakland (formerly

Seminary), and Elmhurst. (See enclosed map which shows tentative District boundaries.)

Citizens and organizations in each District will form a broadly representative District Board that will be responsible for providing citizen involvement in Community Development by working closely with the City Council and City and Redevelopment Agency staff to develop citizen recommendations on needs, priorities, projects, and programs. Each District Board will include a City Councilman and will have adequate staff support.

(Throughout this recommended plan, there are references to City staff. This term includes both staff directly responsible to the City Manager and staff of the Oakland Redevelopment Agency. Until the proposed transition occurs and the Agency becomes part of the central City government, the Agency will contract with the City to provide certain Community Development services. Similarly, the Community Development Commission is discussed. No such Commission yet exists. The City-Agency transition plan calls for the creation of the Commission, so it has been included here.)

In planning and carrying out Community Development, Oakland will follow a set of logical actions. A simplified version of this planning process calls for the following steps in sequence:

- 1) Identify needs and problems
- 2) Determine priorities
- 3) Develop alternative projects and programs to meet needs
- 4) Council decision on the best projects and programs
- 5) Implementation
- 6) Monitoring
- 7) Evaluation

At the end of this sequence, the City will recycle to step 5 and modify projects and programs as indicated by program evaluation or will have solved some problems and will return to step 1 to identify other needs and problems.

Citizens will wish to be involved in most of these steps, especially needs identification, priority setting, recommendations on desired programs, and evaluation. The basic Community Development planning process calls for a partnership between citizens and City (and Redevelopment Agency) staff. Citizens and staff, then, will study their Districts to determine needs and recommend priorities to the Community Development Commission and City Council. After determining priorities in light

of City-wide considerations, the Council will direct staff to work out possible solutions with citizens. The Districts and staff will then recommend specific projects and programs to the Council. After implementation, citizens will work with staff to evaluate projects and programs to see how much they have helped solve a particular problem so they can be modified as needed. (This entire planning process with a timetable is described in detail in the attached flow chart, "How Will the Community Development Process Work?".)

To make the partnership among citizens, City staff, and City Council work, each partner must understand his role. What are those roles, and what is the facilitating role of OCCUR?

Role of Community Development District Boards --

Purpose - The essential purpose of the Community Development District Boards is to be a catalyst for the physical and human revitalization of their Districts. They will provide a forum for the discussion of community issues which, in partnership with City staff, will lead to recommended solutions to problems. The District Boards will represent the citizens, community organizations, institutions, and interest groups in their Districts.

With full citizen participation at each step, the Boards will be responsible for determining District problems and setting priorities for attacking problems. Assisted by their own staff and City staff, they will develop plans for correcting community problems and for guiding the physical, social, and economic development of their Districts. These priorities and plans will be in the form of recommendations to the Oakland Redevelopment Agency, City Manager, Community Development Commission, and finally the City Council. They will work with City staff to implement District projects and programs and to evaluate their effectiveness.

Scope - District Boards will work on any issue important to the citizens in the District, giving specific primary attention to the HUD - funded Community Development program. This broad perspective is necessary since the many problems affecting the Districts are interrelated and since different governmental bodies are responsible for different problems.

Housing problems, for example, are caused by inadequate incomes, insufficient mortgage and rehabilitation loan funds, high interest rates, building and housing codes, zoning, high labor and materials costs, HUD regulations, and other factors. Banks, local employers, the City government, labor unions, and HUD are all involved in housing. Unless the District, with City staff assistance, can work on all

these aspects of the housing problem, a real solution is not likely to be achieved.

Examples of issues District Boards and citizens will probably find important are physical problems (such as housing, recreation, zoning, and land use), economic problems (such as unemployment, inadequate incomes, affirmative action, and industrialization), and social problems (such as education, health, crime, and drug abuse).

Recognition - In order for the District Boards to have standing with the City Council and other governmental agencies, they must be officially recognized. Since the Council is responsible for Oakland's Community Development program, it should formally recognize (by resolution, contract, letter of understanding, or other) each District Board as the representative organization for citizen participation in Community Development in the District. The Council will not recognize any Board that is not sufficiently representative of a District. Representativeness will be defined in terms of ethnic group, sex, neighborhood, income, and interest group (such as churches, schools, business groups, homeowners, etc.). OCCUR will assist Districts to become representative and will assist in drafting resolutions, agreements, and other documents.

The District Boards will have to give constant attention to their representativeness. If a Board loses its balanced viewpoint, representing all elements of the District, the Council will undoubtedly withdraw its recognition of the District Board. Since OCCUR will be working closely with the Districts, OCCUR will be able, upon request, to advise the Council on the representativeness of the District Boards.

Recognition of the District Boards will not prevent any individual or organization from presenting its own recommendation to the City Council. The Council will know, however, that the District Board's recommendation reflects a broad cross-section of people in the District, instead of just one person or interest group.

Relationships - The District Boards' primary relationship will be with the citizens in their Districts. All Board meetings must be open to the public and citizens' views must be included in the Board's decision-making. If a Board closes its mind to citizen input, it will no longer be credible to the District's residents or the City Council.

The Boards will have a formal relationship with the City Council (such as a contract or letter of understanding) which will require the Boards to present responsible, carefully thought out recommendations to the Council. These recommendations will be developed by working with City and Redevelopment Agency staff. The Districts will also

offer recommendations to other governmental agencies on various issues, such as skills training (Peralta College District), education (Oakland Board of Education), manpower (Manpower Planning Board), public housing (Oakland Housing Authority), and others.

Since the function of the City's (and other agencies') staff is to turn ideas into operating projects and programs, the District Boards will have to develop a close working relationship with City and agencies' staffs. Staff persons should be available to attend citizens meetings, discuss issues, and work with citizens to prepare recommended actions to help solve neighborhood problems.

Organization --

Structure: Each District Board should be a nonprofit corporation, association, or other body that has by-laws specifying its purposes and methods of operations. Incorporating or forming an association gives the District Boards the ability to contract with the City to provide citizen participation in Community Development. It also allows the City to require the District Boards to act responsibly and within certain guidelines that can be legally enforced (such as prohibiting partisan political activities).

Each District's by-laws will require that the Board be representative of the citizens in its District, that all citizens be allowed to participate in District discussions and decision-making, and that Board members serve without compensation and avoid conflicts of interest. The by-laws should prohibit any Board member from having a financial interest in or being a board or staff member of any agency funded through Community Development. There will also be provision for the City Council member from the District to be on the Board. Each Board will have at least 15, and preferably about 25, members.

Composition: It is essential that the District Boards be representative of the citizens and interest groups in their Districts. This means that the Boards should be balanced in terms of ethnicity, sex, neighborhood, and income. (Data will be from the most recent U.S. Census, suitably updated.) In addition, there should be a cross-section of interest groups on each Board, such as homeowners, tenants, businesspersons, churches, schools, senior citizens, and youth. OCCUR and City staff have compiled the basic data so that citizens can select balanced District Boards. Each Board should include the City Councilman from its District as a full voting member.

Operations: Each District Board will have an annual contract or other agreement with the City specifying that the Board is responsible for developing citizens' recommendations for Community Development projects and programs in its District. Suggestions on other important issues will also be prepared. The agreement should specify that City staff assistance will be available to help citizens work on issues of importance.

The contract or agreement should provide approximately \$30,000 to each Flatlands District for operating a small office. (These funds, \$210,000, are included in the City's current Community Development application which has been approved by HUD.) The District offices, which would require one or two staff persons, would serve as the focal point for Community Development activities in the District, and would house City and Agency staff implementing some Community Development projects and programs. In the agreement, the City would state clearly the fiscal and programmatic responsibilities each District must meet (monthly activity reports, financial reports, objectives attained, etc.).

The purpose of District Boards is to provide meaningful, responsible citizen involvement in Community Development. To do this, they will require staff support. There are several options for such a permanently assigned City staff person, having an OCCUR staff person, or having citizen volunteer staff. Each alternative has advantages and disadvantages. All things considered, the best arrangement would be for each District to have one or two persons responsible to it.

Of course, the great majority of staff assistance must come from City and Agency staff; this staff is a key element in the Community Development partnership. However, for the District Boards to fulfill their responsibilities in the partnership, they require a small staff of their own.

District staff should include a District Manager and perhaps a secretary who will carry out the policy decisions of the Board. The staff will have two main functions -- get District citizens involved in Community Development and work with City staff to develop projects and programs that will help solve District problems. The staff will be directly responsible to the District Board; the Board will be responsible for hiring and firing their staff person(s).

The staff must also be able to work harmoniously with City staff and the City Council. The Director of Community Development, then, should assist the Districts in hiring staff, for example by working with each District to define job descriptions, to develop criteria for applicants, to jointly interview applicants, and to specify exactly what the staff person's job is.

Because Community Development demands mutual responsibility between citizens and the City, the Community Development Director should have the authority to require a District Board to terminate a staff person for specific cause, such as illegal political activity, incompetence, or irresponsible actions. Since there are obvious political implications in this authority, the Boards should be able to appeal any such decision by the Director to the City Council for final resolution.

There will also be City staff assigned to Districts, both to help the Districts plan projects and programs and to implement projects such as housing rehabilitation. If a District Board is unable to work effectively with any such City staff person, it should be able to require the Community Development Director to transfer that person out of its District office.

The District Managers must be very special people, since they will have to work closely and effectively with citizens and City staff. The District Boards will have to use great care in selecting their staff, and should work with City staff to develop job descriptions and to arrange interviews. It is in the best interests of the Districts to have skilled persons as staff who have had experience in neighborhood-level planning and decision-making. Specific educational requirements are not necessary, but good experience is essential. The District Managers will be involved in developing projects and programs with City and other agency staff. In order for them to effectively serve their Districts, they should be experienced in such work.

Role of City Staff --

City staff (which includes both staff under the direction of the City Manager and staff of the Oakland Redevelopment Agency and Oakland Housing Authority) is responsible for devising projects and programs that help resolve Oakland's problems. Staff must work in close partnership with citizens if Community Development is to succeed. Staff and citizens must work together to identify problems, develop recommended priorities, and determine alternative solutions to recommend to the City Council. Staff has the additional important task of analyzing alternative projects and programs to see which will be most effective for meeting Oakland's needs.

Once the Council selects projects and programs, based on District and staff recommendations, City staff will implement them. Then, again working with citizens, programs and projects will be monitored and evaluated so that success can be measured and improvements recommended.

Staff will be working with citizens on a greater variety of issues than those to be considered in the City's Community Development application. Employment, zoning, transportation, public works, education, health care, and other subjects may be of interest to citizens. City staff assistance will be needed to translate citizens' views into recommendations for consideration by the appropriate governmental bodies.

(Naturally, City staff will be doing more than helping citizens determine needs and working out recommended projects and programs. These activities are fully described by the City Manager and Redevelopment Agency in their own reports to the Council. Until the Council actually decides what different City staffs will be doing, OCCUR cannot be more specific about the role of individual departments and agencies as they relate to the Community Development Districts.)

Role of Community Development Commission --

Another important element of Community Development in Oakland is the Community Development Commission. Its detailed role will be determined by the City Council whenever a decision is made to establish such a Commission. It is understood that basically the Commission will serve to review citizen and staff recommendations before they are sent to the Council and to focus those recommendations into a City-wide perspective.

This Commission will be appointed by the Mayor and City Council. It is very important that the Commission include substantial representation from those persons whom Community Development is intended to serve, Oakland's low- and moderate-income residents. Therefore, it is strongly recommended that the Commission have fifteen members, eight persons who are appointed from the City at-large by the Mayor and Council and seven persons (one from each Flatlands District) who are appointed by the Mayor and Council upon the recommendation of each Flatlands Community Development District Board. This will help insure a meaningful voice for the Districts on the Community Development Commission. It will also assure the City Council that, as HUD requires, low- and moderate-income citizens have participated in Community Development.

Role of City Council --

The City Council provides leadership for the City. It will make all of the final decisions on Community Development priorities, projects, and programs recommended by citizens and City staff. To help Council

members understand citizens' views and to help give credence to Community Development District Boards, it is important that a Council member sit on each District Board. Each Councilman should be a full voting participant on the Board in his District. By working together in this way, citizens will learn about the constraints the Council faces and about the relationship between District and City-wide issues. Councilmen will learn more about District issues and the views of their constituents.

Role of OCCUR --

OCCUR's job is to facilitate citizen involvement in Community Development. A facilitator is a neutral process manager, not a people manager or decision-maker. The function of a facilitator is to help groups make their own decisions. The facilitator keeps the group focused on the task at hand. He/she is not responsible for "saving" the group -- the group must save itself by solving its own problems.*

OCCUR, then, will take whatever steps are necessary to be sure the citizen participation process functions smoothly. OCCUR will secure information on Community Development and other issues, transmit it to District Boards, and assist Boards develop recommendations to be considered by the City Council. If Boards wish, OCCUR will assist them in calling meetings, summarizing issues, publicizing decisions, and developing recommendations. In its role of facilitator, OCCUR will prepare suggestions on both process and substantive issues for the District Boards' consideration. Any work OCCUR does for the District Boards will be at the Boards' request.

OCCUR will also play a "watch-dog" role, urging citizens to develop useful, responsible recommendations and urging the City to provide adequate, timely information to citizens. For example, OCCUR should be responsible for making sure that District Boards are reasonably representative of citizens in their District. OCCUR should also be responsible for seeing that City staff fully describes alternative solutions to problems and outlines the short- and long-range effects of any particular alternative.

Finally, OCCUR can be an independent source of information for the District Boards. OCCUR can generate information on possible alternative solutions to a problem and can help describe costs and benefits of

*For more information on the role of a group facilitator, see "How to Run Effective Small Groups," Interaction Associates (149 - 9th Street, San Francisco), 1972.

different projects if Districts wish this information. As an independent body, OCCUR can also offer itself as a disinterested mediator if disputes between Districts arise.

CONCLUSION

Community Development will only work if citizens, staff, and City Council join together in a common partnership. If any link in the chain is weak and cannot perform, Community Development will fail. If any member does not respect the rights and responsibilities of the others, the partnership will dissolve and Community Development will fail. If any partner -- citizens, staff, or Council -- forgets that we all are part of the problem and part of the solution, Community Development will fail.

Let us all work together to make Community Development succeed and to make Oakland a better place to live and work.

OAKLAND'S FLATLAND COMMUNITY DEVELOPMENT DISTRICTS

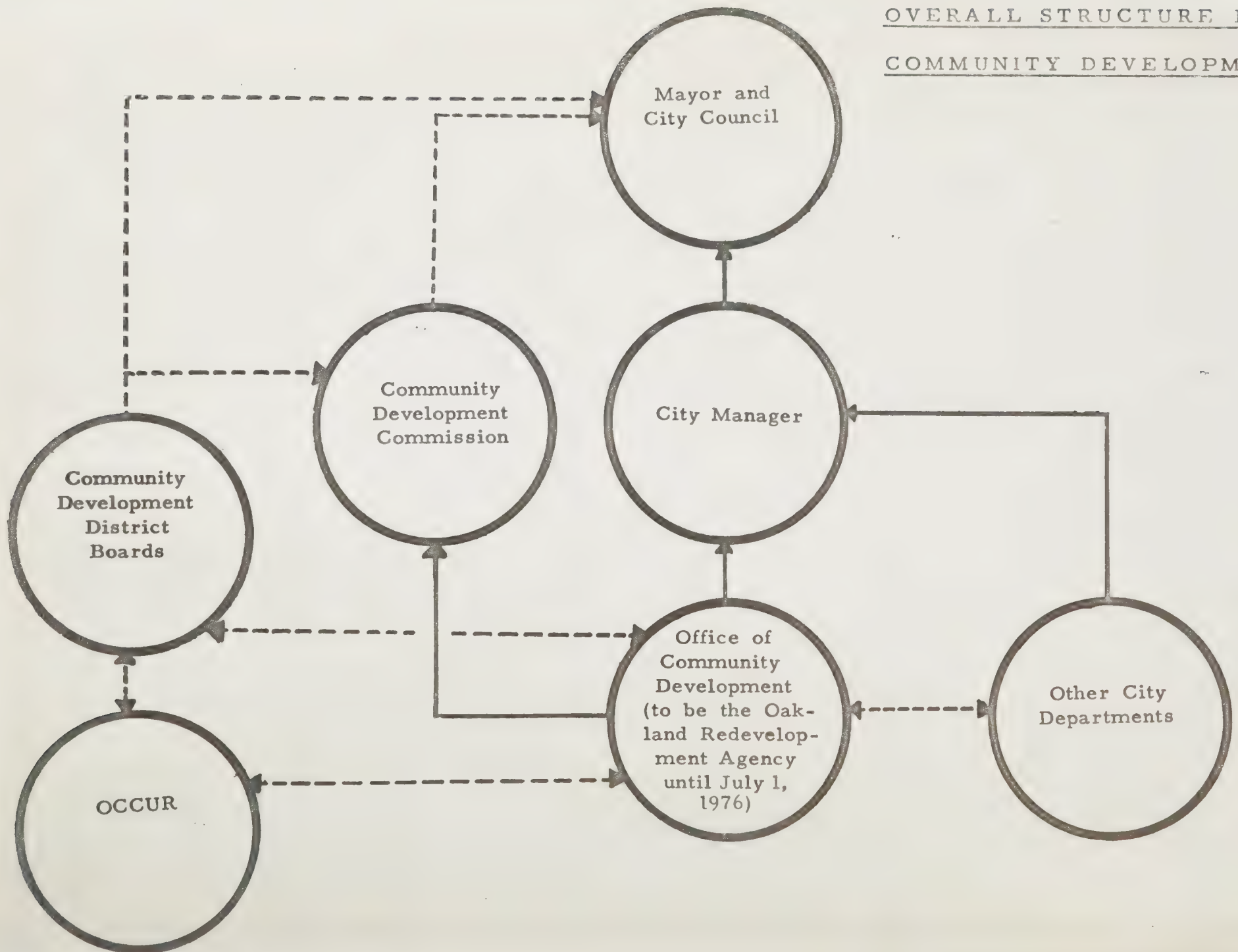
FINAL



(NOTE: Approximately three Community Development Districts will be formed by citizens in the Hill area by the Fall of 1975)

OCCUP
16 July 1975

OVERALL STRUCTURE FOR
COMMUNITY DEVELOPMENT



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